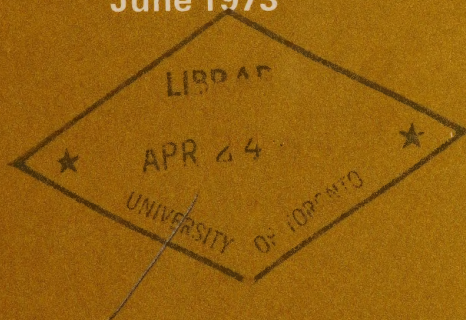


Equal Opportunity  
For Women In Ontario:

A Plan For Action

June 1973



The Honourable Robert Welch, Q.C., LL.D.  
Provincial Secretary for  
Social Development

*General publications 7, 6-2*





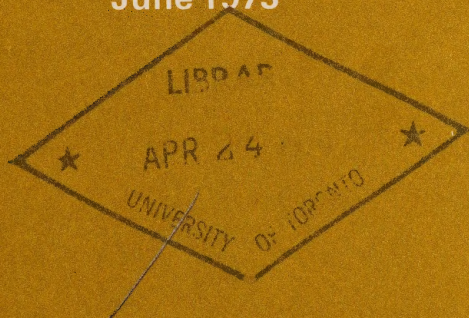
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## A Plan For Action

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EQUAL OPPORTUNITY  
FOR WOMEN IN ONTARIO:

A PLAN FOR ACTION

JUNE 1973



THE HONOURABLE ROBERT WELCH, Q.C. LL.D.

PROVINCIAL SECRETARY FOR

SOCIAL DEVELOPMENT





EQUAL OPPORTUNITY  
FOR WOMEN IN ONTARIO:

A PLAN FOR ACTION

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## Preface

At the request of the Premier of Ontario, in 1972 the Provincial Secretary for Social Development appointed an interministerial committee to review and analyze the federal Report of the Royal Commission on the Status of Women in Canada, as it relates to provincial jurisdiction. The Committee reported to Cabinet in February 1973, detailing its recommendations for implementation of specific aspects of the federal Report and proposing the creation of a structural mechanism to facilitate such action and to coordinate policies and programs aimed at women.

The Government agrees in principle with all the Committee's proposals and is prepared now to take positive action. An Equal Opportunity Program will be established for women in the Ontario Public Service, and a Coordinator of Women's Programs will be appointed to provide leadership and to monitor the implementation of the program. In addition, the Government is considering the adoption of a range of policies and programs designed to improve the status of women throughout the province. An Ontario Status of Women Council has been suggested which would be concerned with this broader area and would serve as a liaison between the Government and the people of Ontario.

Before adopting the proposed policies and creating such a Council, the Government wishes to seek out the views and suggestions of interested persons and organizations, so that a course of action may be taken that is appropriate to existing and anticipated needs. This Green Paper is intended to provide a basis for discussion and to stimulate public response. Comments and other written submissions should be addressed to:

The Honourable Robert Welch,  
Provincial Secretary for  
Social Development,  
North Wing,  
Main Parliament Building,  
Queen's Park,  
Toronto, Ontario.  
M7A 1A2



## INTRODUCTION

Since the establishment of the Ontario Women's Bureau in 1963, the Ontario Government has been giving special consideration to the needs of women in the province. This concern has been stimulated recently by the Report of the Federal Government's Royal Commission on the Status of Women, released in 1970.

The Report has had the effect of heightening the self-awareness of women as a client group and of greatly increasing their expectations from government at all levels. Because many of the Commission's recommendations apply to matters that clearly or logically fall within the jurisdiction of the provinces,<sup>1</sup> they have aroused considerable interest in Ontario. Most prominent in seeking implementation of the recommendations have been large established organizations such as the Federation of Women Teachers' Associations of Ontario and the Business and Professional Women's Clubs, and a newer group, the Ontario Committee on the Status of Women.

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<sup>1</sup> A list of these selected recommendations is included as an appendix to this paper.

By 1970, many of the policies, programs, and services for women recommended by the Royal Commission had already been brought into effect in Ontario. Particularly in the areas of labour legislation and provision of day care services, the Province anticipated the Report; and in the two years since its publication, a number of other recommendations have been implemented. In general, however, programs have not been directed towards women as a specific client group. Although an integrationist approach to the needs of women is desirable in the long run, it appears that at this point in time, policies and programs should be designed specially for women if there is to be any significant improvement in their status. Also, these policies and programs should be accorded a higher priority than they now have.

The Government believes that these requirements call for a cohesive policy structure for developing, coordinating, and implementing programs aimed at women in Ontario. Because the needs of women are constantly changing in terms of their nature and their priority ranking, this structure should be both sensitive to such changes and sufficiently flexible to accommodate them as soon as they can be identified.

The Province of Ontario is now considering a range of new and extended policies and programs for women. The discussion contained in the pages that follow focuses on present conditions and proposed improvements for the involvement of women in specific areas of our economy and our society. The paper concludes with a description of two structures: one is designed to implement programs for women in the Ontario Public Service; the second is a recommended mechanism for monitoring programs for women in the broader perspective of the province at large.



## PART ONE: PROPOSED POLICIES AND PROGRAMS

### WOMEN IN THE ECONOMY

#### Paid Work: The Private Sector

Under the British North America Act, the provinces have principal authority in matters of labour legislation, while the Federal Government has legislative authority in certain industrial and business endeavours, such as communications, banking, and interprovincial transportation. The majority of female workers in Ontario's private sector come under provincial labour laws.

Discrimination against employed women has focused on three main issues: pay, conditions of work, and employment opportunity.

#### *Pay*

Equal pay legislation in Ontario is embodied in the Employment Standards Act. Under present provisions of the Act, objective factors such as skill, effort, and responsibility are the criteria for determining what constitutes equal work. The onus of the complaint against discriminatory pay practices is placed on the Ministry of Labour rather than the individual, who may remain anonymous. In addition to complaints raised by employees, inequalities of pay may be detected by Employment Standards Officers in the course of their other investigations. Where violations are discovered, the employee is compensated in the form of retroactive wages, collected on her behalf by the Ministry, and she is protected against reprisals on the part of the employer. The law covers all female employees regardless of occupation.

Although the Province's equal pay legislation is effective and commendable, it has the shortcoming of permitting comparison only between forms of work that are almost identical. The concept of remuneration on the basis of the value of the work performed, rather than the nature of the job itself, is being given renewed emphasis. In consideration of this interpretation, the Ontario Government proposes to re-examine the appropriate sections of the Employment Standards Act with a view to broadening the concept of equal pay.

Another problem concerning equality of pay is that present legislation appears to be unequipped to deal with the more sophisticated forms of income discrimination based on sex, such as that found among some female members of university faculties. The Province therefore proposes to examine implementation of the legislation in the white collar and professional fields.

#### *Conditions of Employment*

Today pension and insurance plans form an important part of the pay package. In many of these plans, considerable differences exist in benefits for male and female employees. Under a recent amendment to the Ontario Human Rights Code, however, sex-based differentials in employment benefits ultimately will be eliminated. At present, a Task Force (of whom four out of nine are women) is considering practical plans for implementation of this provision.

All Workmen's Compensation Acts in Canada, including Ontario's, at present provide automatic compensation to the widow when a male contributor is killed in an industrial accident, but they supply a widower's benefit only if the husband of a female contributor was completely dependent on his wife at the time of her death. When the



amendment to the Human Rights Code comes into force, the Ontario Workmen's Compensation Act will have to provide the same benefits to the husband and children of a female contributor as to the wife and children of a male contributor.

To create equitable working conditions for women, it is also necessary to remove out-of-date protective laws and to provide up-to-date corrective ones. Because many women assume a dual responsibility as a worker and a mother, compensatory employment measures are at times essential. Provision of maternity leave is the outstanding example.

At present, Ontario's maternity leave legislation provides for 12 weeks' maternity leave and ensures that the employee can return to work after the child is born without loss of benefits or seniority accrued to the beginning of the leave period. Under recent amendments to the federal Unemployment Insurance Act, partial income maintenance is provided for a maternity leave period of 18 weeks; thus there may be some advantages to lengthening the statutory leave in Ontario by 6 weeks. Also, the proportion of the leave that is taken before and after birth may be re-examined, since it appears that many women prefer a longer post-natal than pre-natal leave.

Protective labour legislation, where it exists, is designed to protect women from the physical hazards of employment. It is based on two premises: first, that women are more vulnerable to physical injury than are men; and second, that women are open to exploitation. But working conditions have improved radically since these premises were valid. Physical strength is no longer required in most jobs, and modern labour legislation provides protection from exploitation for male and female employees alike: laws pertaining to hours of work,

minimum wages, the lifting of weights, and so on apply equally to both sexes.

There are few vestiges of protective labour legislation remaining in Ontario. The matter is periodically reviewed by the Ministry of Labour. On the last review, it appeared that it was still desirable to retain for the present the provision regarding transportation for female employees who start or finish work between the hours of midnight and 6 a.m.

### *Equal Opportunity*

The Ontario Human Rights Code prohibits discrimination in employment on the basis of sex or marital status. Indeed, it goes beyond employment and protects women from discrimination in public accommodation, signs and notices, and housing. With its wide coverage and effective machinery, the Code provides the strongest legislative support to women and minority groups in the country.

The Ontario Government supports the view that expert and committed personnel should be available to specialize in handling issues of discrimination on the basis of sex or marital status that arise under the Human Rights Code. At present, the Ontario Women's Bureau deals specifically with the protection of women's rights. It is suggested, however, that in future this function may be served by a group of specialist officers within the Ontario Human Rights Commission, and that the Women's Bureau may assume broader responsibilities, as described on page 51 of this paper.

With regard to employment specifically, under the Human Rights Code it is illegal to run a help-wanted advertise-



ment that indicates directly or indirectly that sex or marital status is a job qualification. Only where an exemption has been granted by the Human Rights Commission (for reasons of authenticity or propriety, for example) may advertisements refer specifically to male or female applicants. Help-wanted columns in Ontario newspapers no longer classify jobs on the basis of sex.

Similarly, discriminatory recruitment on campus by private firms or by government is illegal. University placement services are bound by the conditions of the Human Rights Code; and where these services are provided by Canada Manpower Centres, student referrals based on sex or marital status are prohibited under a recent amendment to the Unemployment Insurance Act.

Consistent with this standard is the avoidance of sex-typing of occupations in both the text and the illustrations of government publications. Even though it may be argued that sex-typing reflects real circumstances - that is, that "men's work" and "women's work" can be clearly distinguished in the labour market - the Government believes that it has a responsibility to motivate women to broaden their horizons and to use their full potential, regardless of occupational or professional traditions. Therefore, the Province intends to pursue a policy of demonstrating, through its publications and through other media, the participation of women in diversified occupations, including technical and managerial functions. At the same time, the tendency for some occupations and professions to be female dominated may be offset by including men in textual and illustrative references to such employment.

*Part-time Work*

Part-time work can be an appropriate and satisfactory outlet for the skills and abilities of many men and women. It is particularly well suited to women in that it enables them to use their education and talents in the work force without necessarily sacrificing their desire to have a family. The employment of part-time workers provides advantages to employers as well in terms of the economic use of staff (that is, staffing can easily be adjusted for peak and slack periods).

Labour legislation in Ontario creates little, if any, impediment to part-time work. In general, the provisions of the Employment Standards Act apply to part-time workers: they are entitled to vacations with pay and maternity leave, and they are eligible for notice of termination. The Act does not ensure the same wage rate for part-time workers who perform the same work as full-time workers, as it is considered that shorter hours of work constitute different working conditions. Another difference in treatment is in union certification under the present policy of the Ontario Labour Relations Board. Employees who work fewer than 24 hours per week are not necessarily included in a bargaining unit with full-time workers, but may be certified in a separate unit.

The Ontario Government proposes that the policy of separate bargaining units for part-time and full-time workers be examined with a view to integration. Also, the possibility of establishing equal pay rates for part-time and full-time workers should be reconsidered. In addition, the Government proposes to undertake a major feasibility study of the provision of more part-time work in the province.



### Paid Work: The Ontario Public Service

As well as improving the status of women workers in the province at large, the Government must look to bettering opportunities and work circumstances for the thousands of women whom it employs.

#### *Pay*

In certain female-dominated professions and occupations, the work performed appears to be undervalued in relation to male-dominated professions and occupations requiring similar degrees of skill and training. The pay differential results in part from the fact that an untapped reservoir of female workers exists, thereby depressing the market value of those who are employed, and in part from the traditional difference in expectations and options of women in the labour force as compared with men.

At present, salaries in the Ontario Public Service (OPS), as elsewhere, are determined largely by factors of supply and demand. The setting of salary ranges generally is based on comparison with similar positions in the private sector, though this is not always the case. Although the present system of determining pay scales is defensible in economic terms, consistent with its goal of broadening the concept of equal pay, the Ontario Government will consider taking into account the value of the work performed as well as market factors in setting OPS salaries. The Civil Service Commission will initiate a study of the implications of adjusting pay scales on the basis of work value.

*Conditions of Employment*

Under an amendment to the Public Service Superannuation Act, all employment benefits, including survivor benefits, are the same for male and female contributors in the Ontario Public Service.

When an employee is on maternity leave, she is required to continue her contribution to the Superannuation Plan (6 per cent of her salary), and the Ontario Treasury pays its share of the premium as usual. She must, however, pay the full premium for hospital, medical, and life insurance, although these are normally subsidized in part by the Province. Keeping up these payments imposes financial hardship on some employees, since maternity leave is unpaid and only a partial income is available through unemployment insurance. To relieve the employee's financial burden over this period, the Pension Board will examine the possibility of providing for optional rather than compulsory contributions during maternity leave. The Ontario Government also will consider maintaining its contribution, as an employer, to hospital, medical, and life insurance plans during maternity leave.

*Equality of Opportunity*

Although almost all positions in the OPS are open to both sexes, there remains a subtle tendency towards sex-typing of occupations in favour of males. The OPS therefore will take special steps to increase the opportunities for women to occupy any positions for which they are qualified. Those who are responsible for the operation of recruitment and selection systems will be authorized to seek out female applicants when few are forthcoming (often because they are discouraged as a result of past experience), and a system of appropriate procedures will



be set up to make this possible. Government managers obviously will benefit from this enlargement of the talent pool. In addition, recruiting literature will be reviewed to ensure that women will be encouraged to apply for entry into all occupations and professions.

Within the OPS, a monitoring system will be instituted to ensure that female public servants of merit are fully eligible for promotion to positions not usually held by women.

The ratio of women to men in senior positions in the OPS is inordinately small. In June 1970, of all employees earning over \$10,000 per annum, only 8.83 per cent were female; of those earning over \$15,000 yearly, only 8.66 per cent were female; and of those earning over \$25,000 annually, only 4.9 per cent were female. This imbalance has not changed significantly in the intervening period.

Wherever feasible, potential rather than experience should be emphasized as a basis for appointment or promotion, since a woman's present classification may be the result of past discrimination. Also, volunteer experience, where relevant, should be taken into account in evaluation of the applicant's qualifications. This sometimes has been done in the past, but no formal system has been established for consideration of such experience. The Ontario Government is devising a new application form for the OPS, and a section will be included where the applicant can describe training and experience gained through voluntary work. Recruitment officers and selection panels will be asked to give full consideration to volunteer work, particularly in the case of female applicants, whose history of paid work is often short.

*Use of Women's Skills and Abilities*

At present, it is extremely difficult for secretaries in the OPS to move into other job classifications. Although they work in the area of administration, they seldom advance into administrative positions.

The Ontario Government will discontinue all personnel practices that have the effect of barring secretarial staff from advancement and will institute a "career ladder" in the OPS whereby secretaries may move up to administrative positions. In effect, this means adding managerial skills to their present capabilities. Appropriate training programs will be instituted by the Civil Service Commission; and in filling administrative positions, ministries will be expected to give full consideration to women with secretarial backgrounds.

In 1963, an administrative trainee program was set up in the OPS, but since that time, only 7 out of 49 trainees have been women. Although there appears to be no direct sex differential in the recruitment of trainees, the discrepancy suggests some source of inequality - perhaps the fact that recruiters favour graduates of M.B.A. and M.P.A. programs, the majority of whom are male. To correct this imbalance, recruiters will be asked to seek female candidates among M.A. and Ph.D. graduates, and goals will be established for increasing the proportion of female administrative trainees.

Women also have been poorly represented in OPS management training courses. The highest female participation has been at the lowest level, in the Supervisors' Course: from 1964 to 1972, of a total of 1,475, 311 were women.

The ratio of women to men in the middle and higher levels of management training drops radically: in the Middle Management Course, between 1965 and 1972, of a total of 698, only 36 were women; in the Senior Officers' Course, of a total of 311, only 5 were women.

The Ontario Government will set goals and devise methods for significantly increasing the number of women enrolled annually in management training courses in the OPS. If, despite these efforts, the number remains small or the rate of increase is insignificant, training programs will be reassessed with a view to real improvement. In any event, programs will be assessed annually so that some measure can be taken of their overall effectiveness.

Part-time employment has been identified as a valuable means of enabling women to use their skills and abilities in the labour market. At present, there is some use of part-time employees in the Ontario Public Service through the temporary help service, but this properly is classified as temporary full-time work rather than regular part-time employment.

Pay scales for part-time employees in the OPS are pro-rated on the same basis as pay scales for full-time employees performing the same work. They receive increases when there is an increase in their classification, but they do not receive merit increments as do full-time employees. Part-time employees may participate in all fringe benefit schemes except the Superannuation Plan.

Part-time work should include the possibility of career advancement and other benefits of full-time employment.



The Civil Service Commission and the Ministry of Government Services therefore will take steps to make it possible for part-time employees to receive merit increments and to move up within their pay classification scale on the same basis as full-time employees. Part-time employees also will be permitted to participate in the Superannuation Plan.

*Crown Corporations and Agencies*

All policies and programs adopted for employees of the Ontario Public Service will be implemented for employees of Crown Corporations and government agencies as well - that is, for all public servants in Ontario.

## Paid Work: Other Sectors

### *Homeworkers*

People who work at home for industry are called homeworkers. The majority are women, and in Ontario, they are commonly engaged in small assembly work, packaging, telephoning, and direct mail advertising. Approximately 450 firms in the province employ 3,500 homeworkers. Persons who are self-employed in the production of handicrafts for sale also may be considered homeworkers, since the conditions under which they work are similar to those of persons employed by industry.

All homeworkers, including handicraft workers, are covered by the Industrial Safety Act, and some are included under the Unemployment Insurance Act and the Canada Pension Plan.

### *The Paid Household Worker*

Household workers in Ontario are not covered by labour legislation or workmen's compensation. In general, this class of worker is excluded from minimum wage and hours of work legislation on the grounds of enforcement difficulties. To some extent, possible exploitation of domestic help by housewife-employers is offset by the limited supply of such workers.

It is important that social security benefits be made known and available to domestic workers. This and other improvements in their status may best be effected through agencies acting as their employers. Household workers also should be covered by labour legislation; but in view of the present lack of knowledge of the real as opposed to the

imagined needs of these persons, a study should first be undertaken to identify existing problems. The Ontario Government proposes to initiate such a study.



## WOMEN IN PUBLIC LIFE

### Appointment of Women to Boards and Commissions

The special talents of individual women in the province often are neglected as a result of traditional attitudes towards female capacities. A recent examination of Ontario boards, ministerial advisory committees, and councils revealed that only about 5 per cent of the appointed members were women.

The decision-making process should be sensitized to the needs of women, and this is most effectively accomplished through their direct participation. Therefore, all advisory bodies and commissions that deal with women as well as men should have female representation. Women should be included on such bodies as the Ontario Labour Relations Board, the Liquor Control Board, the Environmental Hearing Board, and the Ontario Municipal Board; and the number of female appointees should be increased on the boards of such bodies as the Teachers' Superannuation Commission, the Ontario Provincial Library Council, and the Ontario Institute for Studies in Education.

In recognition of the need for greater female participation in the work of government commissions, committees, and boards, the Government of Ontario intends to take positive action, through Cabinet, in seeking out competent women for government appointments. It is hoped that women's organizations would submit appropriate names for consideration.

### Women Judges and Jurors

The participation of women in Ontario's legal system has been gradually increasing. At present, women comprise

about 3 per cent of all provincial appointments to the Bench. The increase of women judges is particularly notable at the level of the Family Division of the Provincial Court.

There are no accurate data on the number of practising female lawyers in the province, but they may be estimated to comprise between 2 and 5 per cent of the profession. As the number of female law students is presently increasing, this proportion should rise rapidly and with it the number of potential women judges.

The Ontario Government is considering the establishment of a talent bank of potential women judges which can be systematically reviewed when new appointments are being considered. To make such a system possible, data would have to be collected concerning practising female lawyers, including their years of experience and their areas of specialization. The Province would undertake the task of assembling this information, in consultation with the provincial law societies and bar associations. Women's organizations also would be encouraged to bring outstanding female lawyers to the attention of the Government.

Under existing legislation, women in Ontario are required to be liable for jury duty on the same terms as men.

#### Volunteer Work

Many women are active in voluntary associations that provide a wide range of community services. The Ontario Government has long recognized the value of these associations, and it has responded to them by receiving their briefs; by using volunteer teachers in government programs,

such as language training for immigrants and consumer education; and by inviting members of voluntary groups to participate in government-sponsored projects. In addition, the Province offers extensive financial support to voluntary associations in the form of sustaining grants to groups working in fields of special social concern (for example, alcoholism and drug addiction), project grants to help associations to meet short-term goals, and funds for women's conferences. Free consultative services also are provided to some voluntary groups.

As well as providing community services, voluntary associations make it possible for women to contribute to community endeavours and to broaden their personal horizons. The Government believes that it is vital that these groups continue to perform this dual function and that their members have the opportunity for full and active involvement in the community.

Therefore, the Province proposes to continue its cooperative relationship with women's voluntary associations and to increase the use of volunteer participants in government projects. It also appears that a coordinated approach should be adopted in the provision of financial support to voluntary associations. Priorities for expenditure should be established and a broad perspective developed for the setting of these priorities.



## WOMEN AND EDUCATION

Sex Stereotypes

Sex stereotyping of male and female roles begins in early childhood with the child's perception of his or her parents' behaviour and activities, and with the child's experience of sex-differentiated games and toys. When the child reaches school age, these stereotypes are reinforced in a variety of ways. One important influence is the educational medium itself, including textbooks, films, television, tapes, and picture sets.

In Ontario, the Ministry of Education has already taken steps to remove the sex bias from textbooks. For example, evaluators of materials to be included in Circular 14 (the Province's list of approved textbooks) are requested to judge them in terms of possible sex-role stereotyping, as well as other prejudicial content. In addition, the Minister of Education has accepted and will implement the Report of an interministerial committee on textbooks that recommends a plan of action for the removal of racial and sex stereotypes from all textbooks used in Ontario schools.

These steps represent an important advance towards the elimination of sex-role differentiation in the school setting. To stimulate and encourage the process, the Ontario Government proposes to undertake a major research study of sex stereotypes in all educational materials.

As children grow older, the sex-stereotyping problem gains a new dimension. In addition to reinforcement through school curricula and materials, it is reflected in guidance programs and in occupational information literature available to young girls and boys.

Coeducational guidance programs are offered in all secondary schools in Ontario but in relatively few elementary schools. This shortcoming affects children of both sexes, as do certain deficiencies embodied in programs offered through secondary schools: for example, almost one-third of guidance personnel are untrained for this function; programs are overcrowded and constrained by inadequate time periods; and the actual time allotted for vocational guidance across the province is decreasing.

In addition to these problems, unmet needs exist that particularly affect female students. It is essential that girls be prepared for long-term participation in the labour force rather than a stop-gap job between school and marriage, but various social pressures make it very difficult for girls to choose career paths that are free of discriminatory attitudes and practices. The expansion of occupational choices for girls therefore requires a special effort to stimulate their vocational interest.

The provision of meaningful guidance programs for female students should be recognized as a special problem. School administrators, teachers, curricula specialists, and students themselves should be made aware of this and of the urgent necessity for effective remedial measures. A special course on the expansion of the occupational horizons of girls at school should be included in all teacher-training programs and in guidance and counsellor-training programs. In addition, an in-depth study should be undertaken to determine the influences that affect a female student in her choice of courses and career objectives.

To reinforce these measures, the Ministry of Education should scrutinize all vocational material that it distributes to Ontario schools to ensure that girls are encouraged

to consider all occupational opportunities, regardless of their traditional sex orientation. The Ministry of Education also should issue a memorandum to all school boards in Ontario disapproving the use in guidance programs of publications and audio-visual materials that assume a narrow or erroneous view of female roles. Publications of the colleges of applied arts and technology also should be examined with regard to the scope of occupational choice directed towards females.

The bias that can be identified in school programs and counselling persists throughout the life of the individual in most published materials and in implicit or explicit attitudes relating to occupational choice. The function of government in remedying this situation is perceived as largely an educational one.

Through its publications and its usage of publications initiated elsewhere, the Ontario Government is in the position to take effective leadership in removing sex stereotypes from occupational literature. Since 1966, the Ontario Women's Bureau has been publishing pamphlets designed to emphasize the availability of occupational choice in all fields, even those traditionally restricted to men. This program could be reinforced through a continuous monitoring process within ministries whereby publications and other non-print media would be reviewed in terms of their possible sex bias.

In addition, the special needs of women for career counselling and career information should be recognized. Most women now at work are underutilized and require advice on upgrading, and almost all women who are returning to work after spending years in the home have need of career counselling. Such counselling may conceivably be offered



through Canada Manpower Centres, operated by the Federal Government, but at present no such service is available.

Through the Women's Bureau Careers Centre, the Ontario Government has initiated a pilot project in special counselling for women returning to work. If the Federal Government does not wish to offer the counselling services that are required, Ontario may consider expanding the Careers Centre program to meet the needs of working women and of those returning to work.

In addition, guidance counsellors in the schools should be encouraged to maintain close liaison with officials of local Canada Manpower Centres, in order to broaden the occupational information available to high school girls and to make special counselling services available to them.

Focusing again on the schools, programs on family life education, excluding sex education, should be coeducational and should scrupulously avoid sex-role differentiation in such areas as child care, household activities, and household management. Whether or not sex education should be taught coeducationally is a matter that requires further study.

Sports activities, both in school and elsewhere, are another area where a degree of unnecessary sex stereotyping may exist. In Ontario, generally boys and girls use the same facilities in the schools and have equal instruction time in physical education. Outside the school system, women have equal representation in the Ontario Federation of School Athletic Associations through the Women's Committee (the Federation coordinates interscholastic competition). The Ontario Government encourages the expansion of sports opportunities for boys and girls in

schools and elsewhere. Team sports and other forms of athletics should be reviewed to ensure that there is no unnecessary sex stereotyping, and girls in particular may need encouragement to participate in school athletic programs.

### Continuing and Post-Secondary Education

In Ontario, the majority of continuing education programs for women are offered through the colleges of applied arts and technology. Various means are used to inform women of the available programs, whether they are outside the labour force or are actively seeking employment through programs under the federal Adult Occupational Training Act. Most colleges have information centres or counselling services located in downtown or heavily populated areas, and some colleges offer store-front information services.

A number of colleges offer a short orientation course for women in which opportunities for further education, skill training, and employment are discussed. One college operates a special centre for women as part of its continuing education division.

These efforts should be continued and strengthened, with particular focus on the use of television to make information available to women in the home.

Part-time training programs are offered in the community colleges under the federal Department of Manpower and Immigration. These also can be taken on a fee-paying basis and are scheduled in accordance with community needs and local demand. Women may enrol in all courses offered. The Ontario Government strongly supports increased opportunities for part-time study, particularly in courses providing job

training as compared with non-vocational subjects. More effective use should be made of television in advertising such programs.

Female participation in community college programs is low in all courses other than those providing training for jobs typically held by women. This is not solely the fault of the colleges, but in part it reflects the lack of appropriate employment opportunities for women in management and technical occupations, combined with an element of traditional thinking on the part of the women enrolling in these programs. The institutions can, however, offset these external effects by trying to develop policies that will encourage the participation of women in programs that suit their individual capacities, regardless of traditional sex-typing of occupations. The Ontario Government strongly encourages the community colleges to direct their energies towards this objective. Enrolment statistics should be examined from time to time, and if there is no sign of significant improvement in female participation in a diversity of programs, alternative measures may be employed on the initiative of the Government.

It is important that the Department of Manpower and Immigration share these views concerning the occupational horizons of women, since it places thousands of students in the community colleges through the AOT program. Recently a Consultant on Women's Employment has been appointed in that Department, and it is proposed that the appropriate personnel in the Ontario Government should cooperate closely with this official.

No overall policy has been developed within the community colleges regarding programs designed to meet the special

needs of women with family responsibilities. These individuals have been assisted indirectly, however, through Ontario's increased emphasis on continuing post-secondary education for both men and women. Under a revision of the formula financing system, income generated for colleges and universities through the enrolment of part-time students has been increased, thereby providing these institutions with an incentive to offer programs for this group. In addition, changing enrolment patterns should permit the ready accommodation of a greater number of part-time students than has been feasible in the past.

To meet the needs of women with families, post-secondary institutions should allow part-time students to have access to all their programs and should offer courses on an extended-day basis. This is particularly important for the woman who has young children or who is the head of a single-parent family. In addition to access to programs, other services should be provided to assist and encourage women with family responsibilities who wish to continue their education. These include counselling and guidance services, orientation programs to facilitate the adjustment to formal study (such courses could most effectively be given through educational television during the day), provision of day care services, access to loans, and direct grants to students.

The Ontario Government believes that financial assistance should be provided to part-time students by the Federal Government under the Canada Student Loans Plan. Since 1971, the Ministry of Colleges and Universities has urged that this arrangement be made, and continuing studies of conditional repayment of loans and aid to part-time students through the Canada Student Loans Plan are being carried on by the federal and provincial governments.



In the interim, the Ontario Government proposes to explore alternative methods for providing financial aid to part-time students, and on April 13, 1973, the Minister of Colleges and Universities announced two immediate steps designed to assist part-time students:

1. In 1973-1974, all publicly supported post-secondary institutions in Ontario will be encouraged to allow part-time students to spread their tuition payments over the length of their course when that fee is \$50 or more. The Province will make accelerated payments to the institutions to offset any internal cash flow problems.
2. The Ministry also is undertaking a program which will make bank loans more readily accessible to part-time students.

The above type of assistance will be particularly helpful to women from low-income families and those in single-parent families; but it will not meet the educational/training needs of most married women, because their family income makes them ineligible under the present means test, even though married students' grants will be increased in 1973-1974 as a result of a modified assessment procedure. The problem is that, even in middle-income homes, education or training for the wife or mother is often a low-priority item in the family budget. Some other form of financial aid is necessary to support training costs for married women.

The Government also is considering those recommendations of the Report of the Commission on Post-Secondary Education in Ontario which concern women, both as students and as employees in post-secondary educational institutions.

### Training for Paid Household Employment

Household workers fall into two categories: those who provide emergency homemaking services, and those who give permanent household assistance.

The importance of homemaker services has generally not been appreciated in the past. Emergency care in the home can in fact preserve family life under circumstances that would otherwise disrupt it. At present, a Certified Visiting Homemaker's course is offered under the AOT Act. Between February and July 1972, only 329 women were enrolled in this program in Ontario. Clearly, there is a need for expansion of training opportunities. The Ontario Government urges the federal Department of Manpower and Immigration to give much higher priority to the Certified Visiting Homemaker's course, so that a large-scale, province-wide training program may be initiated. To implement this program, the two main employers of homemakers - the Visiting Homemakers Association and the Red Cross - should be consulted.

Many families need both homemaker and household worker services, and vast numbers of families in Ontario require household assistance. The Province therefore is considering the initiation of a diploma training course for household workers.

### Educational Television

In 1970, the Ontario Educational Communications Authority (OECA) originated a first-year credit course recognized by the universities of Toronto and Waterloo, and this has been considered a success. Most of the OECA adult programs are not credit courses, but many are used to complement existing

courses. About half of the programming is directed to an adult audience, mainly in the evening hours.

It should be borne in mind that day-time hours are often prime viewing time for housewives. Educational programs designed for this group therefore should be slotted into the day-time schedule. For example, orientation courses suited to the needs of women who are thinking of returning to work are most effective if they are presented during the day. Such courses are offered at community colleges at present, but they could reach a much larger audience and avoid duplication of effort if they were provided through educational television.

The recently launched Canadian telecommunications satellite has the potential to bring television to people in parts of Ontario not adequately served by this medium. The OECA has indicated that it will make use of the satellite; also, it will continue to rely on the opinions of responsible and knowledgeable people for advice on the variety, quality, and quantity of programs and their scheduling, to ensure that they meet the needs and demands of both men and women. In this respect, the Ontario Government stresses the need for the Authority to consult women who themselves understand the requirements and preferences of women, rather than rely solely on technical experts and specialists who happen to be women.

## WOMEN WITH SPECIAL NEEDS

Rural Women

The educational and training needs of rural women as well as men must be met, whether the family stays on the farm or moves to the city.

The main difficulty in making programs available in rural communities is the fact that the population often is scattered, so that it is not easy to set up a course which is accessible to all those who are interested in enrolling. Although educational television is a useful medium for providing courses in towns and cities, it is generally not appropriate for rural women because few farm families have access to cable television services. Correspondence courses continue to serve a useful function for people in isolated or rural areas, particularly in northern Ontario. In this connection, the Ontario Institute for Studies in Education is preparing a series of pamphlets designed to stimulate the desire to learn, and these should be widely circulated among rural people. In addition, government officials who have contact with people in isolated areas should be skilled in helping them to set learning goals and in directing them to appropriate educational resources.

In Ontario, the Home Economics Branch of the Ministry of Agriculture and Food operates an extension program for women who belong to women's institutes, community clubs, and similar organized groups. Women outside these organizations also are taking full advantage of the program. Most of the courses are consumer oriented or teach basic homemaking skills, and they are directed by government home economists. The program appears to meet some of the



basic educational needs of rural women. One shortcoming that has been identified, however, is the lack of training of course instructors in leading group discussions.

Valuable as the Home Economics program is, the broader educational needs of rural women also should be met, through leadership training courses, cultural and recreational courses, and upgrading and retraining courses. The last group of programs is considered particularly important in facilitating the transition of the rural family that decides to move from the farm to the city. Community colleges already offer excellent programs of this type, and they should continue to be sensitive to educational and training requirements as perceived by rural women themselves and by persons who are informed about trends affecting the rural population.

The Federal Government offers a retraining and rehabilitation program, both for rural people who remain on the farm and for those who move to the city. The program has been developed under the Agricultural and Rural Development Act and is administered in part by the Province. Although there are no barriers to the enrolment of women in any of the retraining courses, in effect very few participate. Perhaps understandably, no women have applied to take the course for agricultural workers; but even in the 10-week business training course, only two or three of the 1,200 - 1,300 participants have been women, and they have taken only the bookkeeping part of the course. Business skills are clearly an asset whether the farm wife remains on the farm or relocates in an urban environment. ARDA administrators should therefore attempt to identify the factors that are deterring women from attending the courses and, if necessary, make special arrangements to facilitate their participation.

A major problem for the farm wife is that the income tax department does not recognize the remunerative value of her labour. To keep the farm viable, women often help with all the work, but a wife's wages are not tax deductible as those of a hired worker are. The Ontario Government is prepared to urge the Federal Government to allow farmers to claim as a tax-deductible business expense any wages or salary that they pay to their wives.

### Women Immigrants

A variety of programs and services are required by immigrant women, including language training, job training, and information, counselling, and referral services. The Ontario Government has all the necessary contacts among the ethnic groups and has the organizational structure and personnel to extend broad assistance in these areas, and it proposes to undertake a four-part program directed towards this group. First, a study of educational needs should be conducted. Second, programs should be developed to meet these needs. Third, the Province should make these needs known to volunteer workers in the community. And fourth, volunteers should be assisted in implementing special educational programs for immigrant women.

All programs should be based on identified needs as perceived by these women themselves. The best sources for identifying needs are the ethnic, religious, and secular organizations to which a large majority of immigrants belong, but these groups tend to be male dominated. Therefore a special effort is needed to reach immigrant women directly and to stimulate awareness of their needs on the part of the ethnic community.

At present, programs for immigrants in Ontario communities focus on language training. These programs are provided through the federal manpower program, through boards of education, and through services of the provincial Citizenship Branch. The Citizenship Branch programs are specially suited to the needs of immigrant women. Some provide nursery school facilities; others are designed for women who speak some English but who are culturally and socially isolated from the mainstream of Canadian society. There are now 30 language and orientation projects in Ontario, of which 20 are in Metropolitan Toronto.

These language programs appear to be adequate to present needs. Both volunteers and paid instructors are used, and teachers who are not presently employed in the school system may be involved on a volunteer or semi-professional basis. A study of administrative and teacher-training aspects of language programs is presently being conducted through the Citizenship Branch.

The main problem in meeting the language needs of immigrant women is not the availability of suitable programs, but rather the restrictions imposed on their participation by social factors. Home responsibilities often prevent them from attending day-time programs, and among some ethnic groups, it is difficult for women to participate in evening programs. Again, an effort should be made to help immigrant groups to reconcile their attitudes and patterns of behaviour with the clear recognition of the needs of women.

#### Native Women

In recent years, native women have become increasingly involved in their own organizations and government. Not only are they participating in band projects, but they are

forming their own associations as well. In support of these developments, the Indian Community Branch of the Ministry of Community and Social Services has provided funds and made available resource persons to serve as consultants to native people. Friendship Centres partially funded by the Branch are developing programs that involve native women. In addition, a leadership training program is available to Indian women at the Nishnawbe Institute in Toronto, a native cultural and educational organization that receives financial and staff support from the Province.

The Ontario Government supports the concept of extensive involvement of native people in all aspects of educational services affecting them. Native women should be encouraged to take training in adult education for work in northern communities. Wherever possible, native children should be taught by native teachers. The Ministry of Education therefore should provide special programs to motivate and train Indians and Eskimos for teaching careers. A course to train native people as teachers' aides to work on the reserves is offered at the College of Education in Toronto and is funded by the federal Department of Indian Affairs and Northern Development. This course is commendable; but under present entrance requirements, few native students can qualify for admission to the program. To make effective use of native people in the teaching field, some form of compensatory program should be provided. This may include training courses adapted to their special circumstances, as well as a system permitting early identification of promising students for teacher training and an outreach guidance and recruitment program.



Under a 1970 amendment to the Schools Administration Act, a board of education that enters into an agreement with an Indian band to teach its children may include a representative of Indian pupils on the board. The Indian Community Branch and other government agencies working with Indians should encourage the band councils to consider qualified women for appointment to these positions.

Persons outside the native community who are working with Indians and Eskimos should enrol in courses that will familiarize them with the cultures and traditions of native people; they also should undertake training in the native languages.

Important steps have been taken in Ontario to make such courses available. All teachers colleges in the province have introduced orientation programs that provide student teachers with the opportunity to study the culture of native peoples; and intensive experimental courses in the education of Indian children are being offered, combined with practical work on the reserves or at James Bay. At the university level, Althouse College of Education at the University of Western Ontario has started a course for guidance counsellors who will be working with Indian children, and the university itself has a resource centre that includes material on Indian cultures. At Trent University, the Ministry of Education offers a summer course that includes the teaching of English as a second language and also the basic fundamentals of several native languages. Trent and Laurentian universities and the University of Waterloo have programs in Indian-Eskimo studies, and the University of Ottawa offers Indian language courses.

Beyond their involvement with the education of native children and adults, Indian and Eskimo women should be encouraged to participate in the economic development of native or northern communities. They should have access to management training courses - indeed, some courses at the community colleges include Indian students, but no data are available concerning the number of women enrolled.

The Province provides financing and training for several Indian women's groups to enable them to operate small business enterprises. Various homemakers' clubs also are receiving help in setting up handicraft industries.

#### Homeless Girls and Women

Special services should be provided for young women who are not part of a family unit, and who lack either training for a job or knowledge of employment opportunities and consequently are unable to earn an adequate income to support themselves. Of particular concern are the young girls who move into the cities from rural areas and become part of a large transient population. One important form of assistance to these persons is the provision of hostels that also offer counselling services on job opportunities and training facilities.

In Ontario, the Young Women's Christian Association and a few other voluntary organizations provide hostel facilities and a registry of private homes that offer accommodation to transient girls and women. A woman may find a bed here in an emergency, and fees are waived if the woman is destitute. Most hostels provide both temporary and permanent accommodation. The Province provides some financial support to hostels in the form of direct grants.

There is little information available concerning the demand for and supply of hostel facilities outside Toronto. To determine the degree of need for such services, the Ontario Government proposes to undertake a province-wide survey. In the event that remedial action is indicated, it will co-operate with voluntary organizations in planning and establishing the necessary facilities.

The problem of finding accommodation and employment is particularly acute for young Indian women who come to the cities. In Ontario, there are 10 Indian Friendship Centres that help orient these individuals to city life. The Centres are funded by the Federal Government, and the Province contributes to special projects and programs. All Centres are operated by native people.

## WOMEN AND THE FAMILY

Legal Aspects of Marriage and Divorce

The Family Law Project of the Ontario Law Reform Commission is conducting a comprehensive review of the Province's family law. The findings and the recommendations of the research team have been published and circulated for comment. The Commission has submitted final reports to the Government on two subjects: marriage and torts (civil actions between persons as in family relations). Three further final reports are in the course of preparation: Family Property Law, Children, and Family Courts. The three remaining reports to be completed include Support Obligations, Separation and Divorce, and Jurisdiction and Recognition of Foreign Divorce Decrees.

Legally, when a woman marries she forfeits her right to maintain a domicile that is separate from that of her husband, except when petitioning for divorce. Amendment of the law concerning domicile is one of the reforms under consideration by the Ontario Law Reform Commission.

With regard to the property of married couples, Ontario as a common law province follows the system of separation of property. This system may result in inequities for the woman when the marriage ends by death or divorce, because the assets acquired by the husband during marriage are considered entirely his, even when the wife foregoes her career to look after the home and children. The law recognizes as hers only those financial assets which she contributes from her own separate property. It does not compensate her for the kind of indirect economic contribution towards the household that wives more typically make. An alternative is the system of community of property.



Experience in Quebec has shown, however, that this system also involves certain disadvantages, and amendments have been introduced in that province.

The Ontario Law Reform Commission has made an exhaustive study of this matter and preliminary proposals that would permit the continuance of the separate property system during marriage, but would apply partnership concepts upon dissolution of the marriage are under consideration. Under this proposal assets accumulated during the marriage would be shared equally between the two marriage partners. It has also been suggested that a husband and wife should be able to choose the property system most suitable to their situation. The Commission is expected to submit a comprehensive report in the near future.

In its latest budget, the Ontario Government announced that all provincial succession duties on assets passing on death from one spouse to the other will be abolished.

In Ontario, both parents are equally responsible for the maintenance of children under 16 years of age, and they may also be held responsible for physically disabled children. The amount of money that is contributed for such family support is decided by the court on the basis of the dependant's need and the parents' ability to pay.

In terms of support of the other marriage partner, however, the husband only is bound to provide maintenance for his wife. A wife does not have a reciprocal obligation to support her husband. Again, revision of the legislation is under consideration to provide that a wife who is financially able may be required to support her husband and children who are in need just as the husband can now be required to support his wife and children. Under

present Ontario law, no ceilings are imposed on the maximum amounts awarded for maintenance.

At present, not all legal matters affecting the family unit are handled through a single family court. Full consideration is being given to the possibility of establishing a family court which would be able to deal with all matters affecting the family. It has been suggested that as an auxiliary service, family courts should provide an assessment branch dealing with improved procedures for the assessment and payment of maintenance. The possibility of adopting a system which would provide for payments out of a fund in the first instance and the means of extracting monies to reimburse the fund from those having the obligation to provide maintenance support is being studied by the Ontario Law Reform Commission. In addition, a pilot project is under way in Metropolitan Toronto to ascertain more effective means of enforcement of maintenance orders.

#### Care of Children: Day Care Services

The Ontario Government has been a leader in the country in supporting day care services. There are two types of subsidized day care programs in Ontario, both provided on the initiative of municipalities: first, municipalities may operate their own day care centres and nursery schools; and second, they may purchase services for needy children from privately owned facilities. The Province makes funds available to cover 80 per cent of the cost of operating these programs. Approximately half of the subsidy is recovered by the Province from the Federal Government under the Canada Assistance Plan.

The fees charged for municipal day care services are set

on a sliding scale based on the means of the parents. This applies for almost all municipally operated day nurseries<sup>2</sup> (of which there were 97 in Ontario in 1972) and for all day nurseries operated by Indian bands (12 in 1972). Sliding scale fees also are available for low-income families through municipal agreements with the 236 privately operated nurseries and the 72 approved incorporated associations for the mentally retarded, subject to a means test. Where fees are subsidized, the Province pays 80 per cent.

As noted, the Province with federal assistance pays 80 per cent of the operating deficits of day nurseries run by municipalities, by associations for the mentally retarded, and by Indian bands. In the case of subsidies paid to associations for the mentally retarded, the Province allows the associations to use whatever fee they collect from parents to offset up to 20 per cent of their operating costs. In addition, Ontario provides subsidies for the construction, renovation, and purchase of approved municipal day nurseries and those run by Indian bands and associations for the mentally retarded. These funds are very limited, as the Federal Government does not contribute towards capital costs. The Ontario Government provides 50 per cent of the cost of erecting a new building, adding to an existing building, or purchasing or otherwise acquiring an existing building. Land may be included in this cost-sharing arrangement. Renovation costs of an existing building, whether publicly owned or leased, are 80 per cent subsidized by the Province, again without benefit of federal reimbursement. Equipment and furnishing costs also are subsidized in the same amount.

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<sup>2</sup> The term day nurseries refers to both day care centres and nursery schools.

Space for day care services is now included in many new Ontario Housing Corporation projects, particularly in Metropolitan Toronto. The OHC builds the complex, and the municipality furnishes the day care area and rents it from the Corporation at a low rate. In this way, the OHC recovers the cost of providing the space. Municipalities may claim a provincial subsidy for equipment and furnishing costs. There has been some success in convincing private developers also to include space for nurseries in their projects.

Licensing of day care centres and nursery schools is provided through the Day Nurseries Branch of the Ministry of Community and Social Services. The Branch sets and enforces standards and regulations for the construction and operation of day nurseries; and to a limited degree, it provides information and consulting services and promotes the establishment of new day care services.

In summary, under the present system, the use of day care services is an option for parents, and the initiative for providing such services rests with the municipalities and with private and cooperative enterprises. The Province monitors day care services through its licensing and inspection functions, and it provides substantial subsidization for low-income families and handicapped children on a cost-sharing basis with the other two levels of government.

The Ontario Government recognizes a need for additional province-wide, flexible planning for the province's day care requirements. It believes that the present cost-sharing program with municipal governments, associations for the mentally retarded, and Indian bands should be continued, but that the initiative for public day care services should not be left exclusively with these groups. The

Province would assume more responsibility for the planning and development of innovative day care programs, suited to various and contemporary needs, and it would ensure a wider delivery of services throughout Ontario.

### Responsible Parenthood

It is the present policy of the Ontario Government that birth control information should be made freely available through appropriate channels. The Ministry of Health endorses the development of family planning services in local health agencies and supports these on a cost-sharing basis. But local boards of health have considerable autonomy, and only about one-third of the existing health agencies have organized such services. No provision has been made for the use of mobile clinics.

The federal Department of National Health and Welfare prepares birth control information which is distributed by the Province. Federal grants are available also for training workers in family planning methods, but because the terms of the grants are somewhat ambiguous, Ontario has not utilized them to date. The Government intends to seek clarification of the conditions of these grants and subsequently to consider initiating a program of training.

The Ontario Government also may assume a stronger initiative than it has in the past in promoting the use of birth control information and family planning services. The objective would be to set up a family planning clinic in each of the 43 existing local health agencies. The Registered Nurses Association of Ontario and other groups would be consulted in the development of effective services.



### Unmarried Mothers

Ontario provides assistance to the unmarried mother through the Human Rights Code, which protects her employment status; through subsidization of day care services; and through a variety of family counselling services, including those of the children's aid societies and the Family Benefits and Family Services branches of the Ministry of Community and Social Services. A Task Force of the Ministry of Education is at present reviewing educational needs of unmarried mothers.

In some jurisdictions, the unmarried mother is required to initiate a paternity suit, when the father is known, in order to obtain some support for herself and her child, before any form of public assistance is provided. This is not the case in Ontario. With one exception,<sup>3</sup> there exists no statutory authority for the Ontario Government or its agencies to request or ensure that an unmarried mother seek an order of affiliation as a condition of receiving public assistance. The phrasing of some statutes - such as the General Welfare Assistance Act - is sufficiently vague, however, as to suggest a reason for asking that she do this. The Ontario Government intends to review such Legislation with the object of removing ambiguities of this nature.

In the best interests of the child, provincial agencies usually ask unwed mothers to seek an order of affiliation; but those who express a desire not to pursue this course are not pressed to do so. The only exceptions are in special circumstances - for example, if the mother has already had several children out of wedlock, or if the father is known to be relatively well-to-do.

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<sup>3</sup> The Children's Aid Society, to which many unwed mothers are referred for advice, does have the legal power to decide whether an order of affiliation is to be sought, but it is very reluctant to exercise this authority.

## CRIMINAL LAW AND FEMALE OFFENDERS

Within Ontario's system of correctional services, there is an integrated sequence of services from remand to parole of the convicted offender.

Women who are arrested may be remanded out of custody, pending trial, if they are considered a good risk. For those who remain in custody, remand homes may be provided to which a court can refer a woman awaiting trial. In Ontario, several Elizabeth Fry societies receive bulk grants from the Province, and one of the services they offer is the provision of such homes. The need for half-way house services may increase if the new Ontario Bail Reform Act results in a greater number of women who are remanded out of custody.

Wherever possible in Ontario, a female police officer is assigned to take a female offender into custody, unless the offender is carrying a dangerous weapon. The Government is concerned, however, about the relative imbalance of female officers among the various police forces in the province. In September 1972, only 104 of 9,261 police officers (excluding the Royal Canadian Mounted Police) were women; and only 261 women were among the 13,312 persons serving as police guards and officers of the court. The Province therefore intends to review programs that are designed to encourage women to consider police work as a career, with the object of increasing the present rate of participation.

Under recent amendments to Ontario's legislation, chronically drunk persons are no longer treated within the network of criminal law. Rather, they may receive

medical treatment in detoxification centres that are associated with hospitals and half-way houses. Additional centres of this type are being established across the province to assist in the rehabilitation of alcoholics. Special attention is being given to the needs of women within this program.

With the increasing emphasis on rehabilitation and penal reform, substantial progress has been made towards the provision of a variety of programs designed specifically for the inmates' needs. In Ontario's Vanier Centre for Women, the Ministry of Correctional Services has combined minimum, medium, and maximum security settings. As well as a flexible system of living arrangements, efforts are made to keep educational, vocational, and other programs and services at a high level and adapted to individual requirements. Citizen volunteers participate in all aspects of the program, and in-service training for correctional officers and supervisors is an on-going process to which all professional staff in the institution contribute. Students from universities and local community colleges are assigned to the Centre each year for field instruction and experience in supervision.

The adjustment problems of women who are released on probation may be complicated by their family circumstances, particularly where children are involved. Therefore, very careful assessment of individual cases is required (as, indeed, it is for men also), and the caseloads of probation officers should vary according to the complexity of the cases, rather than according to a fixed quota. In fact, it appears that caseloads consisting mainly of women are lighter than those that are predominantly male, perhaps reflecting the greater complexity of female situations.

As a result of the recent reorganization of the Ministry of Correctional Services, there is no longer a separate administrator of women's programs for Ontario's correctional institutions. Probation officers deal with mixed case-loads of men and women, although female officers are more likely to supervise female probationers. This reorganization should be reviewed periodically to ensure that effective services continue to be provided for female probationers.

Also through the Ministry of Correctional Services, the Province contributes to the provision of half-way houses for women. The After-Care Services Branch of the Ministry works closely with such agencies as the Elizabeth Fry Society, Sancta Maria House, and the Salvation Army in planning these services and reviewing their effectiveness.

Currently there is some concern about the type of facilities that are best suited to the majority of women newly released from correctional institutions. Established residences appear to be declining in popularity, and there may be a need for a different kind of half-way house - perhaps a series of independent living facilities linked to core services.

Also there seems to be an increasing demand for services of this type in suburban areas as well as in the centre of cities. In view of the new trend that is emerging, the Province proposes to undertake a thorough re-examination of the present system of after-care services, in consultation with the appropriate voluntary groups and agencies.

PART TWO: STRUCTURES FOR  
POLICY IMPLEMENTATION

AN EQUAL OPPORTUNITY PROGRAM FOR WOMEN IN THE OPS

The Ontario Government recognizes the need to implement further the recommendations of the federal Royal Commission on the Status of Women. As a first positive step in this direction, an Equal Opportunity Program will be established to improve the status of women in the Ontario Public Service.

The Ontario Cabinet will issue a directive to all secretariats, ministries, Crown Corporations, and government agencies, enunciating a government policy of equal opportunity for women employed in the OPS and announcing a new structure for implementing the program.

This Cabinet directive will be distributed throughout the OPS, in particular to all persons concerned with hiring or promotion, from deputy minister to line supervisor.

Deputy ministers will assume responsibility for implementing the Equal Opportunity Program within their own ministries, and will assign specific staff functions for carrying it out.

To provide leadership and to coordinate programs within the ministries and agencies, the Management Board of Cabinet will create a senior position to be designated Coordinator of Women's Programs. This officer will have special responsibilities within the Civil Service Commission as well: to sensitize recruitment and training processes with regard to the potential of women; to oversee recruitment literature to ensure that it is free of sex



stereotypes; to publicize equal opportunity for women within the OPS; to facilitate career counselling for female employees; to remove barriers to career advancement for clerical staff; and to meet other special needs.

In addition to its leadership and educational elements, this position will of necessity have a monitoring and auditing function which will rest on information gathering and on the publication of findings. An annual report on the status of women in the OPS therefore will be prepared by the Coordinator of Women's Programs and tabled in the Legislature by the Chairman of the Management Board. The report will describe programs in progress in the ministries and present statistical data for each ministry; thus, it will clearly identify areas where progress is notable or lacking. A similar system of reporting will be instituted for all Crown Corporations, boards, commissions, and government agencies.

At the present time, the Government does not support the idea of setting quotas to increase the number of women in the middle and senior ranks of the public service. The objective of the Equal Opportunity Program is to open up full opportunities for women, equal to those available to men. A more equitable distribution of jobs between the sexes will be accomplished through special plans for recruitment and training, rather than by preferential hiring. Assessment of progress will be made through a monitoring system and through the annual report to the Legislature.

## AN ONTARIO STATUS OF WOMEN COUNCIL

Many programs also may be initiated on a broad scale for women throughout the province. It is felt that, since these programs should be devised and adapted to meet changing needs, a permanent body should be established to advise the Government on matters pertaining to women, to coordinate government programs for women, and to report annually to the Provincial Legislature on the status of women in Ontario. A structural mechanism has been devised that will serve as both an implementation committee and a provincial counterpart to the federal Status of Women Council recommended in the Report of the Royal Commission.

Responsibility for implementing the specific programs outlined in the foregoing pages should remain, of course, with the various ministries and agencies. The role of the new body should be to monitor the results achieved by them.

The new body has been designated the Ontario Status of Women Council. It would be composed of men and women from the Provincial Government and the private sector. Ministries with programs directly affecting women - for example, Colleges and Universities, Education, Labour, Justice, Correctional Services, Health, and Community and Social Services - would be represented by officials who are responsible for program delivery or by high-level staff officers. The Coordinator of Women's Programs would be a permanent member of the Council. Members from outside the Government would be appointed for a limited term and would be selected for their ability to convey the concerns of the public at large. The Council would be chaired by a member of the public.

To perform fully its various functions, the Council would

require the support of a secretariat that was particularly competent in research and communications. It is suggested that this become the new role of the Ontario Women's Bureau, which clearly has the necessary experience, commitment, and competence that such a body demands. The Director of the Bureau would serve as the permanent Secretary to the Status of Women Council. In making this transfer from its present location in the Human Rights Commission of the Ministry of Labour, the Bureau would relinquish its responsibility for administering legislation and direct services, but would bring with it its research and publications programs.

Since the needs of women as a client group fall largely within the field of social development policy, the proposed Status of Women Council would report to the Legislature through the Provincial Secretary for Social Development.

The Council would form an effective link between the Ontario Government and the women of Ontario. In addition to enlisting the participation of the public through its membership, the Council would establish channels of communication with the community that would take at least three forms: 1) meetings with specific groups to seek out selective public opinion; 2) public meetings; and 3) the publication of green papers outlining alternative policies on specific issues with the purpose of stimulating public discussion.

In addition to its coordinating and communicating functions, the Council would play a catalytic role in improving government programs related to the needs and status of women. Initially, this would be facilitated by a Cabinet directive assigning a high priority to the aims

and the work of the Council. Subsequently, to monitor progress, an annual report would be tabled in the Legislature by the Provincial Secretary for Social Development. This annual report would be printed and distributed to the public through the Queen's Printer.

## PROPOSALS FOR CHANGE: A SUMMARY

The Ontario Government recognizes the need to take positive action towards the improvement of the status of women throughout the province. Much has already been done in this regard, but several areas remain where equal opportunity and equal status for women are not yet a reality. The Report of the Federal Government's Royal Commission on the Status of Women provides valuable guidelines for action, and the Province is therefore considering further implementation of the Commission's recommendations.

As a first step, the Government has decided to establish an Equal Opportunity Program for women in the Ontario Public Service. A Coordinator of Women's Programs will be appointed immediately, to ensure that the program is fully implemented in all sectors of the Public Service and to monitor the results.

The Government also proposes to initiate and effect specific improvements in employment conditions and opportunities for women in the province at large, in their opportunity for participation in public life and in educational programs, in family law, in the penal system, and in other areas where special needs exist. To monitor programs in these areas, the creation of an Ontario Status of Women Council is proposed. Before making a final policy commitment to this broad objective the Government is seeking the views and suggestions of interested persons throughout the province. The public response to this paper will be given thorough and immediate consideration, so that a course of action may be decided upon and put into effect without delay.



## A SUMMARY OF THE MAIN PROPOSALS

- a) Improvements to equal pay legislation to provide adequate coverage for white collar and professional workers and to broaden the interpretation of the concept of equal work
- b) Removal of sex-typing of occupations from all publications and other media used by the Government, including those designed for use in schools
- c) Greatly increased opportunity for part-time study in colleges and universities and for part-time work both in government service and in the province at large
- d) Removal of the barriers to career advancement into administrative positions for government secretaries
- e) A major study of the status of domestic workers, with particular attention to their present lack of coverage under labour legislation and employment-related benefits, their training requirements, and the employer-employee relationship
- f) The appointment of more women to government boards and commissions and to the Bench
- g) Increased use of women volunteers by the Ontario Government
- h) A special program of studies and teacher training to provide effective and up-to-date vocational guidance for girls and to stimulate and broaden their career interests
- i) An expanded program of career counselling for women, including utilization of day-time television for this purpose
- j) A major training program for visiting homemakers, under joint federal-provincial auspices

- k) The recruitment and, where necessary, special training of Indians and Eskimos as educators of the native peoples
- l) More effort to ensure that the needs of rural, immigrant, native, and transient women are being recognized and met by community programs
- m) Speedy changes in family law regarding domicile, equal partnership in marriage, and mutual support of spouses and children
- n) Provincial initiative in planning and developing a province-wide, innovative day care program
- o) An accelerated program for the promotion and delivery of family planning and birth control services
- p) An examination of the present system of services for women newly released from correctional institutions, in consultation with the appropriate voluntary groups and agencies
- q) Establishment of an Equal Opportunity Program for women in the Ontario Public Service
- r) Establishment of a Status of Women Council



## APPENDIX

SELECTED RECOMMENDATIONS FROM THE REPORT OF THE ROYAL  
COMMISSION ON THE STATUS OF WOMEN IN CANADA

The Interministerial Committee on the Status of Women in Ontario reviewed the full report of the Federal Government's Royal Commission on the Status of Women and selected for intensive study those recommendations that clearly or implicitly fall within the jurisdiction of the Province. These recommendations are reproduced below, quoted directly from the Commission's published Report.

RECOMMENDATION 3

3. We recommend that the federal, provincial and territorial governments (a) make greater use of women's voluntary associations; and (b) increase their financial support to
  - (i) women's voluntary associations engaged in projects of public interest, and
  - (ii) voluntary associations working in fields of particular concern to women.

RECOMMENDATION 4

4. We recommend that the federal, provincial and territorial governments include in their selection standards for appointment to positions in their respective governments, the assessment of volunteer experience in evaluating the qualifications of applicants.

RECOMMENDATION 5

5. We recommend that a federal-provincial conference on labour legislation affecting women in Canada be called to prepare for Canada's ratification of the International Labour Organization Convention Concerning Equal Remuneration for Men and Women Workers for Work of Equal Value (Convention 100).

RECOMMENDATION 8

8. We recommend that the federal Female Employees Equal Pay Act, the federal Fair Wages and Hours of Work Regulations and equal pay legislation of provinces and territories require that (a) the concept of skill, effort and responsibility be used as objective factors in determining what is equal work, with the understanding that pay rates thus established will be subject to such factors as seniority provisions; (b) an employee who feels aggrieved as a result of an alleged violation of the relevant legislation, or a party acting on her behalf, be able to refer the grievance to the agency designated for that purpose by the government administering the legislation; (c) the onus of investigating violations of the legislation be placed in the hands of the agency administering the equal pay legislation which will be free to investigate, whether or not complaints have been laid; (d) to the extent possible, the anonymity of the complainant be maintained; (e) provision be made for authority to render a decision on whether or not the terms of the legislation have been violated, to specify action to be taken and to prosecute if the orders are not followed; (f) where someone has presented the aggrieved employee's case on her behalf and the aggrieved employee is unsatisfied with the decision, she have the opportunity to present her case herself to the person or persons rendering the decision who may change the decision; (g) the employee's employment status be in no way adversely affected by application of the law to her case; (h) where the law has been violated, the employee be compensated for any losses in pay, vacation and other fringe benefits; (i) unions and employee organizations, as well as employers and employer organizations, be subject to this law; (j) penalties be sufficiently heavy to be an effective deterrent; and (k) the legislation specify that it is applicable to part-time as well as to full-time workers.

RECOMMENDATION 11

11. We recommend that the pay rates for nurses, dieticians, home economists, librarians and social workers employed by the federal government be set by comparing these professions with other professions in terms of the value of the work and the skill and training involved.

RECOMMENDATION 13

13. We recommend that the provinces and the territories amend their workmen's compensation legislation so that the provisions applicable to the wife of the person deceased will also be applicable to the husband of the person deceased.



RECOMMENDATION 16

16. We recommend the amendment of the federal Fair Employment Practices Act and the adoption of provincial and territorial maternity legislation to provide for (a) an employed woman's entitlement to 18 weeks maternity leave, (b) mandatory maternity leave for the six-week period following her confinement unless she produces a medical certificate that working will not injure her health, and (c) prohibition of dismissal of an employee on any grounds during the maternity leave to which she is entitled.

RECOMMENDATION 18

18. We recommend to the provinces and territories that protective labour legislation be applicable to both sexes.

RECOMMENDATION 20

20. We recommend that the provinces and territories adopt legislation prohibiting the advertisement of a job opening in a manner that expressly limits it to applicants of a particular sex or marital status.

RECOMMENDATION 21

21. We recommend that sex-typing of occupations be avoided in the text and in the illustrations of all federal government publications.

RECOMMENDATION 22

22. We recommend to the Canada Department of Manpower and Immigration and to the universities that University Placement Offices refuse to make arrangements for firms to interview students in connection with positions for which the firms have specified sex preferences or sex requirements.

RECOMMENDATION 23

23. We recommend that all provincial and territorial legislation dealing with equality of opportunity in employment specify that discrimination on the basis of sex and marital status be prohibited.

RECOMMENDATION 27

27. We recommend that provincial, territorial and municipal governments increase significantly the number of women on their Boards, Commissions, Corporations, Councils, Advisory Committees and Task Forces.

RECOMMENDATION 28

28. We recommend that the federal government undertake a study of the feasibility of making greater use of part-time work in the Canadian economy.

RECOMMENDATION 31

31. We recommend that the federal Public Service Superannuation Act be amended so that (a) there will be no differences in the provisions on the basis of sex, and (b) the surviving spouse of a contributor will be paid the supplementary death benefits.

RECOMMENDATION 34

34. We recommend that the federal government continue to pay the employer's contribution to the superannuation and Group Surgical-Medical Plans when an employee is on maternity leave.

RECOMMENDATION 36

36. We recommend that, until the sex-typing of occupations is eradicated, the federal Public Service Commission and federal government departments (a) take special steps to increase the number of women appointed to occupations and professions not traditionally female, (b) review and, where necessary, alter their recruitment literature and recruiting programmes to ensure that it is abundantly clear that women are wanted in all occupations and professions, and (c) take special steps to obtain applications from qualified women when appointments for senior levels are being made from outside the service.

RECOMMENDATION 37

37. We recommend that the federal Public Service Commission and federal government departments have as an objective the elimination of the imbalance in the proportion of women and men in senior positions and (a) as much as is feasible, emphasize potential rather than experience as a basis for appointment or promotion; (b) ensure that vacancies are open to employees at a classification level low enough to permit consideration of qualified women; and (c) when a job opens, make sure that women candidates get full consideration including the evaluation of their experience in volunteer work and running a household if it is relevant.

RECOMMENDATION 38

38. We recommend that the federal Public Service Commission and federal government departments (a) introduce programmes that will ensure the consideration of secretaries for administrative positions, and (b) open up intermediate and senior administrative positions to women in traditionally female professions.

RECOMMENDATION 39

39. We recommend that (a) a special effort be made to attract more women applicants for administrative trainee positions in the federal Public Service, and (b) federal government departments ensure that women administrative trainees are given the kind of training assignments that will prepare them for advancement to the senior levels.

RECOMMENDATION 40

40. We recommend that action be taken to increase greatly the enrolment of promising women in federal Public Service management courses, including the step of waiving salary floors and age ceilings where necessary in their case.

RECOMMENDATION 41

41. We recommend that, for the next 10 years, the number of women enrolled in each course in the Career Assignment Program of the federal Public Service be no less than 10 per cent of the total number of people enrolled in the course.

RECOMMENDATION 42

42. We recommend that (a) the federal Public Service Terms and Conditions of Employment Regulations be amended so that part-time employees will receive pay increases on the same basis as full-time employees, and (b) collective agreements for the federal Public Service contain this provision.

RECOMMENDATIONS 43 to 50 (inclusive)

43. We recommend that federal Crown Corporations and agencies (a) ensure that women scientists and technologists receive equal consideration with men for appointment, and (b) make a special effort to give graduate women employees a chance to take post-graduate degrees.

44. We recommend that federal Crown Corporations and agencies (a) develop transfer and promotion measures that will encourage women to move out of the traditionally female occupations into other occupations, and (b) emphasize in recruitment programmes that all occupations are open equally to women and men.
45. We recommend that each federal Crown Corporation and agency devise a long-term plan for the better use of womanpower within its organization.
46. We recommend that, where the size of staff warrants it, federal Crown Corporations and agencies appoint one or more qualified people whose primary duty for the next five to eight years will be to provide for the training and development of women in their organization.
47. We recommend that federal Crown Corporations and agencies with rotational programmes between field and head offices ensure that women are considered for rotation on the same basis as men and are not judged in advance on their freedom to rotate.
48. We recommend that federal Crown Corporations and agencies (a) review their selection procedures to ensure that women are used in recruitment and selection programmes, and (b) have senior women officers on their personnel administration staffs.
49. We recommend that different provisions on the basis of sex be eliminated from superannuation and insurance plans for federal Crown Corporations and agencies.
50. We recommend that federal Crown Corporations and agencies (a) make clear to educational institutions, and to the public, that career opportunities within their organizations are open to women and that they are encouraging women to prepare themselves for such careers; and (b) require each private organization with which they do business to include in each contract, a clause that prohibits discrimination in employment on the basis of sex.

#### RECOMMENDATION 60

60. We recommend that (a) the federal government issue a policy statement to the Ministers of all federal government departments, the heads of Crown Corporations and agencies, and the Speakers of the Senate and the House of Commons, expressing its intention to

- (i) ensure equality of opportunity in employment for women and the greater use of womanpower, and
  - (ii) undertake short-term special measures where these are necessary to achieve its objectives; and
- (b) an information programme be undertaken so that management and supervisors at all levels in the Government of Canada be made aware of the government's policy regarding its employment of women.

#### RECOMMENDATION 61

61. We recommend that (a) a Women's Programme Secretariat be established in the Privy Council Office for promoting a programme for equality of opportunity for women in the federal Government Service and the greater use of their skills and abilities; (b) a Women's Programme Co-ordinator be appointed to each federal government department, Crown Corporation and agency, to the Royal Canadian Mounted Police, the Canadian Forces, and to the staff of the Senate and the House of Commons to promote within the organization the objectives of the Women's Programme and to maintain liaison with the Secretariat; (c) the federal government organizations referred to above be required to give periodic progress reports to the Women's Programme Secretariat of objectives undertaken; and (d) an annual report be tabled in Parliament on the progress being made in the federal Government Service toward the objectives of the Women's Programme.

#### RECOMMENDATION 65

65. We recommend that the Canada Department of Labour conduct a survey of the use of homeworkers, including handicraft workers, their wages and their other conditions of employment.

#### RECOMMENDATIONS 66 to 68 (inclusive)

66. We recommend to the provinces and territories that household workers be covered by minimum wage laws, workmen's compensation and other labour legislation applicable to other paid workers.
67. We recommend that each provincial and territorial government establish a Household Workers Bureau which, with its network of local offices, would be responsible for (a) establishing and promoting employment standards for different categories of household workers; (b) maintaining a list of available workers according



to their competence, training, experience, health and other relevant qualifications; (c) directing available household workers to families which require them; (d) maintaining a record of families which use or require the services of the Bureau, with indications of the conditions of work of each of them; (e) supplying these families with information relating to desirable conditions of work and social security benefits; (f) promoting the training of household workers according to the needs of the market; (g) initiating, if necessary, training courses for household workers; (h) ensuring that household workers are not exploited; and (i) conducting studies and providing information on the current market situation of household workers.

68. We recommend that provinces and territories promote the establishment of agencies or co-operatives to (a) act as the employer of household workers to be assigned to suitable employment, and (b) collect for the services of the household workers, make income tax, social security, and other payroll deductions, and ensure that they have equitable pay, approved employment conditions and the protection provided by law.

#### RECOMMENDATION 69

69. We recommend that the provinces and the territories adopt textbooks that portray women, as well as men, in diversified roles and occupations.

#### RECOMMENDATION 72

72. We recommend that the federal government, the provinces and the territories set up committees to review all government publications concerned with the choice of occupations and careers in order to select and use only publications that encourage women to consider all occupations, including those which have been traditionally restricted to men.

#### RECOMMENDATION 73

73. We recommend that the provinces and territories (a) provide co-educational guidance programmes in elementary and secondary schools, where they do not now exist and (b) direct the attention of guidance counsellors to the importance of encouraging both girls and boys to continue their education according to their individual aptitudes and to consider all occupational fields.

RECOMMENDATION 75

75. We recommend that (a) the federal government in co-operation with the provinces and territories set up a career information service in each local Canada Manpower Centre which would
- (i) include personnel specially trained to give information to women on occupations, training requirements, financial help available, and labour market conditions and needs, and
  - (ii) insist on the importance of a broad field of occupational choice for girls;
- and (b) subject to consultation and agreement with the educational authorities, this career information service be offered to all schools of the area.

RECOMMENDATION 76

76. We recommend that, where they have not already done so, the provinces and the territories set up courses in family life education, including sex education, which begin in kindergarten and continue through elementary and secondary schools, and which are taught to girls and boys in the same classroom.

RECOMMENDATION 77

77. We recommend that the provinces and territories
- (a) review their policies and practices to ensure that school programmes provide girls with equal opportunities with boys to participate in athletic and sports activities, and
  - (b) establish policies and practices that will motivate and encourage girls to engage in athletic and sports activities.

RECOMMENDATION 79

79. We recommend that the federal government, in co-operation with the provinces and territories, ensure that information on the federal Occupational Training for Adults Programme reaches women outside the labour force as well as those employed or actively seeking employment.

RECOMMENDATION 80

80. We recommend that the federal government, in co-operation with the provinces and territories, expand and widely advertise the part-time training programmes offered by the Department of Manpower and Immigration.

RECOMMENDATION 82

82. We recommend that the federal Department of Manpower and Immigration, in co-operation with provinces and territories, develop policies and practices that will result in (a) an increase in the number of women undertaking educational upgrading programmes and training for more highly skilled occupations, (b) the enrolment of women in courses in line with their capacities without regard to sex-typing of occupations, (c) an increase in the number of women training for managerial and technical positions, and (d) the consideration by women of the whole spectrum of occupations before choosing training courses.

RECOMMENDATION 83

83. We recommend that the provinces and territories and all post-secondary educational institutions develop programmes to meet the special needs for continuing education of women with family responsibilities.

RECOMMENDATION 84

84. We recommend that the federal government, in co-operation with the provinces and territories, extend the present system of student loans to include part-time students.

RECOMMENDATION 85

85. We recommend that the federal government, in co-operation with the provinces, provide through the Occupational Training for Adults programme (a) training courses which will lead to a diploma for visiting homemakers for emergency assistance, the planning of which will be in conjunction with local welfare agencies, and (b) training courses leading to a diploma for household workers other than visiting homemakers.

RECOMMENDATION 86

86. We recommend that women be given the same opportunity as men to participate in any programmes at present or in the future, that are sponsored by government for the retraining and rehabilitation of rural people, such as those begun under the Agricultural and Rural Development Act (ARDA).

RECOMMENDATION 87

87. We recommend that the provinces and territories take appropriate action to study the current educational needs and interests of women in rural areas, and, in consultation with local people, introduce more adequate programmes, ensuring that they are available to women.

RECOMMENDATION 88

88. We recommend that the Department of the Secretary of State, through its Citizenship Branch, in co-operation with the provinces and territories, (a) conduct surveys in all areas of Canada where immigrants are settling to ascertain the special educational needs of immigrant women, (b) suggest programmes by which these needs could be met, (c) make these needs and programmes known to voluntary workers in the community, and (d) assist volunteers in the implementation of these training programmes.

RECOMMENDATION 89

89. We recommend that the federal government, in co-operation with provinces and territories, review language training programmes in order to ensure that the needs of immigrant women are being met.

RECOMMENDATION 92

92. We recommend that the federal, provincial and territorial governments encourage Eskimo and Indian women to take training in adult education for work in the northern communities.

RECOMMENDATION 93

93. We recommend that the federal government, the provinces and the territories co-operate to (a) provide expanded, comprehensive courses for all public officials and employees and their spouses, working with Indians and Eskimos, to familiarize them with the cultures and traditions of the native people, including training in the native languages; (b) make available to Indian and Eskimo women education courses to provide at least functional literacy in either French or English; (c) encourage native women to participate in school planning and programming, and to serve on school advisory committees; (d) where it is not already being done, train native women as teachers and teachers' aides; (e) provide that teachers' colleges give special training courses in the instruction of English or French as a second language to Indians and Eskimos; (f) make sure that teachers' colleges provide courses in Indian and Eskimo culture, including training in the native languages for teachers planning to work with native people; and (g) make every effort to train Indians and Eskimos to provide the educational services in Indian and Eskimo communities now being performed by non-Indian and non-Eskimo public servants.

RECOMMENDATION 94

94. We recommend that universities establish or strengthen courses and research in Indian and Eskimo cultures.

RECOMMENDATION 97

97. We recommend that the federal government, in co-operation with the territories, ensure that management training programmes in the operation of co-operatives and small business enterprises be made available to native women as well as to men and be expanded to fit the growing needs of the northern communities.

RECOMMENDATION 98

98. We recommend that the provinces and territories, in co-operation with universities, arrange that educational television programmes, including credit as well as non-credit courses at elementary, secondary, general and technical college and university levels, be televised at hours when both housewives and women in the labour force can take advantage of them.

RECOMMENDATION 99

99. We recommend that the governments and organizations which plan to use the Canadian satellite telecommunications system (a) consult knowledgeable women as to the types and quality of programmes and the hours of scheduling in order to meet the needs and convenience of women in Canada, and (b) include women professionals and specialists in all branches of programme production and broadcasting so that women will have equal opportunities with men in the development, operation and use of this new medium.

RECOMMENDATIONS 105, 107 and 108

105. We recommend that the provinces and territories amend their legislation so that a woman, on marriage, may retain her domicile or, subsequently, acquire a new domicile, independent of that of her husband.
107. We recommend that those provinces and territories, which have not already done so, amend their law in order to recognize the concept of equal partnership in marriage so that the contribution of each spouse to the marriage partnership may be acknowledged and that, upon the dissolution of the marriage, each will have a right to an equal share in the assets accumulated during marriage otherwise than by gift or inheritance received by either spouse from outside sources.



108. We recommend that the provinces and territories, which have not already done so, amend their laws so that a wife who is financially able to do so may be held to support her husband and children in the same way that the husband may now be held to support his wife and children.

#### RECOMMENDATIONS 110 and 111

110. We recommend that those provinces and territories which have established maximum amounts for maintenance orders remove such ceilings.
111. We recommend that the provinces and territories, which have not already done so, adopt legislation to set up Family Courts.

#### RECOMMENDATION 112

112. We recommend that the auxiliary services of Family Courts include an assessment branch dealing with the assessment and payment of alimony and maintenance.

#### RECOMMENDATIONS 115 to 120 (inclusive)

115. We recommend that fees for the care of children in day-care centres be fixed on a sliding scale based on the means of the parents.
116. We recommend that the provinces, where they do not already do so, pay not less than 80 per cent of the provincial-municipal contribution to day-care centres.
117. We recommend that the National Housing Act be amended to (a) permit the making of loans for the construction, purchase and renovation of buildings for day-care centres, and (b) permit the inclusion of space for day-care centres in housing developments, including university buildings, for which loans are made under the Act.
118. We recommend that the federal government immediately take steps to enter into agreement with the provinces leading to the adoption of a national Day-Care Act under which federal funds would be made available on a cost-sharing basis for the building and running of day-care centres meeting specified minimum standards, the federal government to (a) pay half the operating costs; (b) during an initial seven-year period, pay 70 per cent of capital costs; and (c) make similar arrangements for the Yukon and Northwest Territories.



119. We recommend that each province and territory establish a Child-Care Board to be responsible for the establishment and supervision of day-care centres and other child-care programmes, which will (a) plan a network of centres (as to location, type, etc.), (b) set and enforce standards and regulations, (c) provide information and consultants, (d) promote the establishment of new day-care services, and (e) approve plans for future day-care services.
120. We recommend that the Department of National Health and Welfare offer an extension of advisory services to the provinces and territories through the establishment of a unit for consultation on child-care services.

#### RECOMMENDATIONS 121 to 123 (inclusive)

121. We recommend that birth control information be available to everyone.
122. We recommend that the Department of National Health and Welfare (a) prepare and offer birth control information free of charge to provincial and territorial authorities, associations, organizations and individuals and (b) give financial assistance through National Health grants and National Welfare grants to train health and welfare workers in family planning techniques.
123. We recommend that provincial Departments of Health (a) organize family planning clinics in each public health unit to ensure that everyone has access to information, medical assistance, and birth control devices and drugs as needed, and (b) provide mobile clinics where they are needed particularly in remote areas.

#### RECOMMENDATION 125

125. We recommend that the provinces and territories adopt legislation to authorize medical practitioners to perform non-therapeutic sterilization at the request of the patient free from any civil liabilities toward the patient or the spouse except liability for negligence.

#### RECOMMENDATION 128

128. We recommend that the governments of the provinces, territories and municipalities make every effort to integrate the unmarried mother, who keeps her child, into the life of the community, by making sure that she (a) is not discriminated against in respect of employment and housing, (b) receives help with child

care if necessary, and (c) has access to counselling to help her with emotional, social and economic problems.

#### RECOMMENDATION 129

129. We recommend that provinces and territories amend where necessary the regulations relating to provincial welfare programmes so as to prohibit the exertion of any influence on the unmarried mother to press for an order of affiliation.

#### RECOMMENDATION 133

133. We recommend that those provinces that have not already done so amend their respective Succession Duties Acts in order to abolish succession duties on assets passing from one spouse to the other.

#### RECOMMENDATION 134

134. We recommend that the provinces and territories, in co-operation with municipalities and voluntary associations, provide a network of hostels for transient girls and women where counselling services on job opportunities and training facilities are made available.

#### RECOMMENDATION 137

137. We recommend that the federal government, the provinces, territories, municipalities and voluntary associations, in co-operation with native people, establish or expand friendship centres directed and staffed by people of Indian, Métis or Eskimo ancestry, to provide needed services.

#### RECOMMENDATION 140

140. We recommend that the federal government and the provinces name more women judges to all courts within their jurisdictions.

#### RECOMMENDATION 141

141. We recommend that the provinces which have not already done so, require women to be liable for jury duty on the same terms as men.

#### RECOMMENDATION 155

155. We recommend that the provincial and territorial governments either provide or contract with suitable voluntary associations to provide homes for women on remand.

RECOMMENDATION 156

156. We recommend that the federal government, provinces, territories and municipalities, whenever possible, assign female instead of male police officers to deal with women taken into custody.

RECOMMENDATION 157

157. We recommend that the provinces and territories ensure that when the administrative policy of their corrections programme is being determined, the differences in the counselling and supervisory needs of women and men probationers be considered, staff requirements be based on these needs and caseloads be adjusted accordingly.

RECOMMENDATION 158

158. We recommend that the provinces and territories (a) develop a health and social welfare policy that would remove from the penal setting the handling of persons found apparently intoxicated and assign the responsibility for diagnosis and treatment to health and welfare administration; (b) ensure that there are treatment facilities for female alcoholics; and (c) in co-operation with health and welfare authorities establish treatment programmes, where they do not now exist, for female alcoholics being now detained in a penal setting for criminal offences.

RECOMMENDATION 160

160. We recommend that the federal, provincial and territorial governments co-operate in order to provide flexible and imaginative programmes aimed at the rehabilitation of women offenders which would include (a) a system that provides appropriate living quarters, small "open" institutions where life follows a normal pattern rather than institutional living and is integrated as much as possible with the life of the neighbouring community; (b) programmes and services, such as education and vocational training, adapted to the needs of individual female offenders and taking full advantage of the resources of that district; and (c) personnel specially trained in dealing with female offenders.

RECOMMENDATION 163

163. We recommend that a network of halfway houses for women newly released from correctional institutions be set up in centres across Canada, supported by public and private funds and operated by voluntary groups and agencies, in accordance with approved government standards.

RECOMMENDATION 164

164. We recommend that the federal government, the provinces, the territories and municipalities, each establish an implementation committee, composed of a number of its senior administrators, to (a) plan for, co-ordinate and expedite the implementation of the recommendations made by the Royal Commission on the Status of Women to that jurisdiction; and (b) report from time to time to its government on the progress it is making.

RECOMMENDATION 165

165. We recommend that federal, provincial and territorial Human Rights Commissions be set up that would (a) be directly responsible to Parliament, provincial legislatures or territorial councils, (b) have power to investigate the administration of human rights legislation as well as the power to enforce the law by laying charges and prosecuting offenders, (c) include within the organization for a period of seven to 10 years a division dealing specifically with the protection of women's rights, and (d) suggest changes in human rights legislation and promote widespread respect for human rights.

RECOMMENDATION 166

166. We recommend that a federal Status of Women Council, directly responsible to Parliament, be established to (a) advise on matters pertaining to women and report annually to Parliament on the progress being made in improving the status of women in Canada, (b) undertake research on matters relevant to the status of women and suggest research topics that can be carried out by governments, private business, universities, and voluntary associations, (c) establish programmes to correct attitudes and prejudices adversely affecting the status of women, (d) propose legislation, policies and practices to improve the status of women, and (e) systematically consult with women's bureaus or similar provincial organizations, and with voluntary associations particularly concerned with the problems of women.

RECOMMENDATION 167

167. We recommend that, where it has not already been done, each province and territory establish a government bureau or similar agency concerned with the status of women which would have sufficient authority and funds to make its work effective.

















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